

DIRECTORATE FOR CULTURAL HERITAGE STRATEGY 2017-2021

The Directorate for Cultural Heritage is a government agency under the Ministry of Climate and Environment, and plays an advisory role in the development of Norway's cultural heritage policy. The Directorate is also responsible for implementation of Norway's cultural heritage policy and has overall responsibility for the activities of the counties and the Sámediggi (Sami parliament) relating to cultural monuments and sites, cultural environments and landscapes.



The keys to Austrått manor, Sør-Trøndelag. Photo: Siri Wolland, Directorate for Cultural Heritage

The Directorate for Cultural Heritage ensures conservation of Norway's cultural heritage, maintains its value as a source of knowledge and enjoyment, and promotes active use





Detail of a log building. Photo: Kjell Andresen, Directorate for Cultural Heritage

Foreword

Norwegians show a strong interest in history and the cultural heritage, and many owners and volunteers are deeply committed to the conservation and maintenance of buildings, monuments and sites. As a result, there is considerable potential for innovative use and management of the cultural heritage.

Norway is undergoing many changes. The industrial structure and settlement patterns are changing, and urbanisation is putting pressure on valuable historical buildings and the built environment in towns and built-up areas. At the same time, rural areas are experiencing depopulation. Major road and railway construction projects have impacts on the cultural landscape and archaeological monuments and sites. In a wider perspective, Norway too is being affected by global trends including climate and environmental change and population displacements.

The Directorate is responsible for providing expert advice to the Ministry of Climate and Environment and implementing Norway's cultural heritage policy. It must therefore make vital strategic choices for cultural heritage management. These are set out in the present strategy, which will underpin the Directorate's decisions over the five-year period 2017–2021. The strategic priorities presented here provide general guidelines for making the right decisions so that we can successfully carry out our tasks in the years ahead. Cultural heritage management must be adapted to a changing society.

Norway has national targets for the cultural heritage that are to be achieved by 2020. They include protecting a more representative selection of the cultural heritage, reducing losses of cultural monuments and sites, and implementing various conservation plans. These targets are now being revised, and new targets will apply from 2018.

It is not only Norwegian society as a whole that is changing – major changes are also being made in the public administration. The regional and local levels of government are being reformed, and mergers of some counties and municipalities are expected soon, giving larger administrative units at the two levels. From 2020, responsibility and authority for certain areas of cultural heritage management will be delegated to the regional level. This will naturally also affect the Directorate's responsibilities. New requirements relating to efficiency and digitisation that are being introduced in the public sector will also alter our position. The delegation of more responsibility to the regional level from 2020 will open up new opportunities. A greater degree of local and regional responsibility and participation may make it possible to raise awareness of the importance of cultural heritage management in the counties and municipalities. In future, the cultural heritage authorities must maintain a high profile and promote the importance of viewing the cultural heritage as a valuable resource.

Streamlining the Directorate's role will allow us to step up our efforts in several areas where we already have substantial responsibilities. Our aim is to implement government policy in a timely manner and provide clear advice and satisfactory support to local and regional authorities. The Directorate has built up considerable cultural heritage expertise, and it will be important to maintain and further develop this to fulfil our responsibilities up to and beyond 2020. To do this, we will need motivational and result-oriented management and skilled and dedicated personnel.

The Directorate has drawn up a number of thematic strategies in the last few years, which form a basis for this overall strategy. The overall strategy is necessarily a dynamic document. Changes in policy guidelines, the economic situation and the grant funding available may all make it necessary to adjust our priorities.

During the preparation of the strategy, the Directorate has also adopted a new vision:

The Directorate for Cultural Heritage ensures conservation of Norway's cultural heritage, maintains its value as a source of knowledge and enjoyment, and promotes active use.

The main purpose of this strategy is to provide momentum and direction for the Directorate's work up to 2021. We hope that it will also be useful for regional and local cultural heritage authorities and other partners.

Director General



Jørn Holme

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The Directorate's mission

The Directorate is responsible for ensuring that the full breadth of Norway's cultural heritage is managed and enhanced as resources for continued active use and as a repository of knowledge, to provide opportunities for experiencing the cultural heritage, and as a basis for value creation. To do this requires strategic and effective use of the available resources, based on a long-term approach. A representative selection of cultural monuments and sites, cultural environments and landscapes is to be safeguarded on a long-term basis.

The Directorate is also responsible for implementation of the Government's cultural heritage policy, and has overall responsibility for the activities of the municipalities and counties, the Sámediggi (Sami parliament), the Governor of Svalbard and certain archaeological museums.

In addition, the Directorate has international responsibilities. These include facilitating contact between cultural heritage experts in Norway and abroad, representing Norwegian authorities in relevant international bodies and ensuring the implementation of international agreements to which Norway is a party.

As the central advisory and executive body for cultural heritage management, the Directorate must provide sound professional advice. In exercising its authority, the Directorate must weigh cultural heritage considerations against other considerations of the public interest.

As the central government agency for cultural heritage management, the Directorate seeks to fulfil its responsibilities while respecting and maintaining a dialogue with local and regional authorities. In its advisory role and as a cooperation partner, the Directorate's aim is to take into account the interests of owners and users and provide good service.

NATIONAL TARGETS FOR THE CULTURAL HERITAGE²

Norway's environmental targets are set by the Government and the Storting (Norwegian parliament). The current list includes 26 targets, split between six priority areas: biodiversity, climate change, pollution, outdoor recreation, the cultural heritage and the polar regions.

The targets for the priority area 'cultural heritage' are as follows:

Target 2.1. Losses of cultural monuments and sites will be minimised. By 2020, each municipality will have an overview of its cultural heritage as a basis for identifying a selection of monuments, sites and environments for conservation.

Target 2.2. By 2020, a standard of repair requiring only normal maintenance will be achieved for a selection of archaeological monuments and sites.

Target 2.3. By 2020, a representative selection of cultural monuments, sites and environments will be protected by individual protection orders.

Target 2.4. By 2020, a standard of repair requiring only normal maintenance will be achieved for protected buildings, other structures and vessels.

The cultural heritage targets are now being revised. The new targets will apply from 2018. They will focus both on the need for repair, maintenance and ensuring high standards in conservation work, and on the benefits society can derive from the cultural heritage.

Our vision

The Directorate for Cultural Heritage ensures conservation of Norway's cultural heritage, maintains its value as a source of knowledge and enjoyment, and promotes active use

Our motto is:

The past enriches the future



¹ Source: Instruks for virksomhets- og økonomistyring hos Riksantikvaren 2016 [Instructions for Administrative Governance and Financial Management 2016 for the Directorate for Cultural Heritage]

² Source: <http://www.environment.no/goals/>



Færder lighthouse, Vestfold. Photo: Eivind Lande, Directorate for Cultural Heritage

Challenges and opportunities

Processes of social and environmental change are taking place in Norway and are also affecting the cultural heritage. Challenges are arising linked to climate change, demographic trends, changes in settlement patterns and industrial structure, a tighter economy and the rapid pace of technological change. To ensure that people accept the legitimacy and importance of cultural heritage conservation, Norway must manage its heritage so that it becomes a valuable resource and part of the solution to the challenges society is facing today. This means that the value of cultural heritage conservation to society will be an important consideration in the time ahead. It is important to raise awareness of cultural heritage values in the public debate. The Directorate intends to document and communicate information about the benefits society can derive from the cultural heritage and how Norway can use its heritage to promote sustainable development. This work will require knowledge development and the identification of good examples and models. This may also make it possible to argue more strongly for the importance of incorporating cultural heritage considerations in the context of social development.

Urbanisation is putting more pressure on land, historical buildings and the historical built environment. Major infrastructure projects have impacts on considerable areas of land and may affect the cultural heritage and landscapes.

The cultural heritage authorities must cooperate with local communities to identify and communicate heritage values at an early stage of projects. This is also a way of promoting local engagement in the cultural heritage, and a good basis for finding satisfactory solutions. Norway is advocating a shift to a green economy, and the cultural heritage authorities have a responsibility for developing knowledge about how the cultural heritage can be used in the transition process.

Many parts of Norway are experiencing depopulation, with the result that areas of farmland are abandoned and buildings fall into disuse. Buildings of many different kinds can lose their functions as a result of social and industrial change. For example, changes in farming practices have led to the disuse of some types of agricultural buildings. A combination of depopulation and the general secularisation of society has resulted in a drop in church attendance, to the point where some churches become redundant and lose their function. In smaller towns, the historical centre tends to become less attractive and lose some of its functions in competition with out-of-town shopping centres and other businesses. Regardless of the types of buildings involved, depopulation creates challenges for conservation work, since active use is generally an essential basis for building conservation. The cultural heritage authorities must therefore focus on finding good solutions and encouraging use and re-use of the cultural heritage. They must also promote the development of good models and examples and spread information about them. Many of these topics are discussed in the Directorate's strategy for management of the urban cultural heritage, which should provide valuable assistance with this work in the years ahead.

Climate change is creating various challenges for cultural heritage management. Firstly, changing conditions have implications for cultural heritage conservation, and affect both buildings and archaeological remains. Secondly, historical buildings will need

to be climate-proofed, and this should be done without reducing their heritage value. Continued use of existing buildings, including valuable historical buildings, is important in the development of a sustainable society. The Directorate will cooperate with experts in Norway and abroad to build up knowledge in this field. Knowledge combined with good solutions and examples is needed to raise awareness of cultural heritage values in the debate on climate change.

A great deal of protection and conservation work also remains to be done to achieve Norway's national targets for the cultural heritage. For example, there is a long way to go before the target of protecting a representative selection of the cultural heritage is achieved. The cultural heritage protection strategy contains guidelines and priorities for the period up to 2020, and the conservation plan for historical vessels is to be updated to cover the same period. There is also a great deal to be done to achieve the target of a standard of repair requiring only normal maintenance and the aim of safeguarding the full breadth of Norway's cultural heritage. The conservation programmes and the programme for strengthening cultural heritage expertise in the municipalities will continue to be important initiatives.

Digitisation is essential for efficient public administration. The Government has decided on a comprehensive ICT reform for the public sector including clear requirements for digitisation. Sound and efficient cultural heritage management depends on up-to-date and correct digital data. This means that quality assurance is essential, and that the same information must be re-used in digital services for internal and external users. There is a great deal of work to be done in this field.

Digitisation of cultural heritage management will result in efficiency gains and is essential for the smooth functioning of the new decentralised administration model. Providing digital services and realising the aim of providing open data sets will also open up opportunities for communication and coordination with other data managers in the public sector, for the benefit of the Norwegian population as a whole.

General government guidelines and new technology provide many opportunities for expanding digital services. The Directorate will give high priority to digitisation in the years ahead.

The regional level of government in Norway is being reformed³, and the changes will according to plan take effect from 2020. This is intended to give larger administrative units at local and regional level, and changes in the distribution of responsibilities. To strengthen the role of the regional level of government as an agent of social development, and to ensure that responsibilities are assigned to the lowest administrative level where they can be dealt with effectively, a number of responsibilities will be transferred from the Directorate to the regional level. Regardless of the outcome of the reform process, the Directorate will work towards this new system. The aim is to develop a better integrated and more effective system of cultural heritage management. Important responsibilities for the Directorate in this context will include playing a part in knowledge development and the development of cultural heritage policy, drawing up guidelines, standards and routines, providing training and courses and playing a part in system design.

³Meld. St. 22 (2015-2016) Nye folkevalgte regioner – rolle, struktur og oppgaver [White paper on new administrative regions in Norway and their role, structure and tasks]

Strategic priorities

1. THE DIRECTORATE WILL PROMOTE THE CONSERVATION, USE, ENJOYMENT AND DEVELOPMENT OF THE CULTURAL HERITAGE BY

- a) working to provide various forms of protection for cultural monuments and sites, cultural environments and landscapes; the Directorate will do this by making use of the whole range of instruments available for this purpose in line with its own thematic strategies
- b) ensuring that climate and environmental considerations are taken properly into account in management, maintenance and re-use of the cultural heritage
- c) seeking to ensure that valuable information and understanding we can gain from the cultural heritage benefits society as a whole
- d) helping to devise ways of using and developing the cultural heritage for the benefit of society as a whole
- e) using conservation programmes and grant funding effectively to achieve national targets

2. THE DIRECTORATE WILL PLAY AN ACTIVE ROLE IN KNOWLEDGE DEVELOPMENT BY

- a) analysing and defining the knowledge needs of the cultural heritage authorities
- b) promoting education and research and development in priority areas
- c) working actively to ensure that relevant sectors and the public administration benefit from research results and other knowledge about cultural monuments and sites, cultural environments and landscapes
- d) taking steps to ensure that accurate data on the cultural heritage are publicly available
- e) taking part in international cooperation and making use of international research results and experience in Norwegian cultural heritage management
- f) ensuring that the directorate has the expertise it needs for its new and existing roles and responsibilities

3. THE DIRECTORATE WILL MAINTAIN A HIGH PROFILE AND PLAY A VALUABLE ROLE IN SOCIETY BY

- a) raising awareness of cultural heritage values in the public debate
- b) building up and communicating knowledge about the benefits society can derive from our cultural heritage
- c) promoting and supporting local participation and engagement, particularly among municipal authorities, voluntary groups and owners of cultural heritage properties and sites
- d) identifying monuments and sites of national interest and encouraging counties and municipalities to identify monuments and sites of regional and local value
- e) building up knowledge about and engagement in cultural heritage through communication activities

4. THE DIRECTORATE WILL PROMOTE INTEGRATED AND EFFECTIVE CULTURAL HERITAGE MANAGEMENT BY SEEKING TO ENSURE THAT

- a) cultural heritage responsibilities are at all times assigned to the most appropriate administrative level
- b) all levels of the public administration have sufficient capacity and expertise
- c) all levels of the public administration have the tools and resources they need, such as IT systems and guidelines
- d) digitisation and a good flow of information result in effective administration
- e) that the cultural heritage administration follows uniform, predictable procedures in line with central government political guidelines; the Directorate will do this by drawing up policy documents, strategies and guidelines for priority areas



Part of central Drammen, Buskerud. Photo: Anders Amlo, Directorate for Cultural Heritage

Organisational development

Like other central government bodies, the Directorate is required to have a human resources and organisational development strategy that promotes innovation, simplification and improvement of its activities. To succeed in these aims will require a clear, motivational and result-oriented management and skilled and dedicated personnel. Everyone working at the Directorate is responsible for contributing to a good, inclusive working environment.

Changes in the responsibilities assigned to different levels of the cultural heritage administration and requirements for greater efficiency and digitisation will require reorganisation of the Directorate's activities. This will include changing the way specific tasks are organised, finding new forms of cooperation, and both short- and long-term organisational development. The Directorate will draw up a human resources and organisational development strategy in 2017. Organisational development based on building an organisational culture and identifying core values will be an important element of the strategy. In order to achieve its strategic priorities for the period, the

Directorate will focus on four areas of organisational development:

Leading expertise

The Directorate will ensure that it has leading expertise in priority areas of cultural heritage management. This expertise must be relevant to the Directorate's roles in cultural heritage policy development and implementation, system design and administration and communication with the public, and as a public authority and an expert and advisory body.

Clear, motivational and result-oriented management

The Directorate will ensure that it has a clear, result-oriented management that can inspire other personnel and encourage them to develop their expertise. The Directorate provides a systematic leadership development programme for managers, which is intended to contribute to good results and a satisfactory working environment.

Skilled and dedicated personnel

The Directorate will ensure that it has personnel with the necessary skills and expertise who focus on solutions and who are able and willing to change and adapt their expertise in line with changes in the Directorate's mission, the level of funding available and its tasks. All employees will be given opportunities for professional and personal development in line with the Directorate's needs.

Flexibility

The Directorate will regularly assess whether its organisational structure is suitable for its responsibilities, the funding available and other requirements and expectations it needs to meet, and will develop a learning organisation that is also adaptable. This will require routines for cooperation between different parts of the organisation, temporary recruitment of special expertise and adjustments to the existing organisational structure to ensure that tasks are dealt with in the best possible way. Sound and predictable routines for cooperation with the trade unions will be developed to provide the necessary flexibility.



The Directorate's roles after 2020

Policy development and implementation

The Directorate is responsible for implementing Norway's cultural heritage policy and for providing the Ministry of Climate and Environment with expert advice on policy development. The Directorate is also responsible for ensuring that steps are taken to achieve Norway's cultural heritage targets and for ensuring consistent application of legislation and policy at regional level so that all parties are treated equally. The Directorate is responsible for drawing up national thematic strategies for the conservation, development and use of the cultural heritage as shared assets for society as a whole.⁴

Public authority

The Directorate has the authority to issue individual protection orders, and to grant exemptions from protection for certain elements of the cultural heritage that are of national value. The Directorate is also the appeals body and has the authority to object to planning proposals. Furthermore, the Directorate has overall responsibility for allocating central government grant funding and for laying down binding guidelines for the activities of the cultural heritage authorities.

Provision of expertise and advice

The Directorate is the national advisory body for cultural heritage management. It must maintain and develop leading expertise in priority fields. The Directorate is responsible for providing expert advice on the conservation, use and development of the cultural heritage.

Communication with the public

The Directorate will maintain a high profile and play a valuable role in society. The Directorate will initiate and take part in public debate on important topics concerning the cultural heritage.

System design and administration

The Directorate will promote effective cooperation and knowledge sharing. The Directorate will develop tools to ensure integrated and effective cultural heritage management, and is responsible for key data on the cultural heritage held by the public administration.



Rock art, Alta, Finnmark. Now part of a World Heritage site. Photo: Bjørn Helberg and Line Bårdseng, Directorate for Cultural Heritage

⁴See the list of the Directorate's thematic strategies.

Action plan

Using this strategy as a basis, an action plan is to be drawn up describing the Directorate's choices and priorities for the period up to 2021. The action plan will be used as a basis for annual plans drawn up during the period. This strategy will need to

be updated at regular intervals in line with overall changes in political signals and guidelines, so that it continues to be an up-to-date and relevant policy document for the Directorate.



The Directorate's thematic strategies

The Directorate has published a number of thematic strategies and plans that describe initiatives and priorities for its work in specific areas. Some are quite recent, while others need to be updated and revised. It is important that these strategies are linked to goals and targets set by the Storting and Govern-

ment, are consistent with the present overall strategy and consider cultural heritage targets in relation to the funding available. These documents have been drawn up for areas of special strategic importance or where there are specific challenges that must be dealt with.

Subject	Published/For the period
• Strategy for management of the urban cultural heritage	March 2017
• Human resources and organisational development strategy	2017
• Digitisation strategy	2017
• Cultural heritage protection strategy up to 2020	2015-2020
• Strategy for the Directorate's international activities	2014-2020
• Strategy for the Directorate's cooperation with voluntary organisations	2014-2017
• Research and development strategy	2014
• Strategic plan for management of the archaeological heritage	2011-2020
• Norwegian conservation plan for historical vessels	2010-2017
• Strategy for the urban environment, climate change and energy efficiency	2009-2017
• Communication strategy	2009
• Strategy for landscape management	2007



Oslo Opera House. Photo: Dagfinn Rasmussen, Directorate for Cultural Heritage

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